

Message Text

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LUSAKA PLEASE PASS AMB. YOUNG AND ASST. SECRETARY MOOSE. USIAEA

E.O. 11652:N/A

TAGS:PARM, ST, US

SUBJECT: GUIDANCE ON U.S. NUCLEAR COOPERATION WITH SOUTH
AFRICA

1. IN VIEW OF POSSIBILITY THAT POSTS WILL RECEIVE INQUIRIES FROM HOST GOVERNMENTS OR OTHERS ON GENERAL ISSUE OF U.S. NUCLEAR COOPERATION WITH SOUTH AFRICA, DEPARTMENT IS HERE- WITH PROVIDING TEXT OF RECENTLY PREPARED PAPER WHICH MAY BE DRAWN UPON TO RESPOND TO SPECIFIC INQUIRIES (PARA 3). ALSO INCLUDED (PARA 4) IS STATEMENT PRESIDENT CARTER MADE ON ISSUE AT THE AUG. 23 PRESS CONFERENCE AND (PARA 5) Q. AND A. PREPARED ON CONTINGENCY BASIS FOR USE BY DEPARTMENT SPOKESMAN.

2. ALL OF FOLLOWING GUIDANCE IS UNCLASSIFIED AND MAY BE DRAWN UPON AS NEEDED TO RESPOND TO SPECIFIC INQUIRIES. HOWEVER, EXCEPT AS INSTRUCTED OTHERWISE, POSTS SHOULD NOT RPT NOT RAISE ISSUE WITH HOST GOVERNMENT OFFICIALS, OR OTHERS. REQUEST ADDRESSEES ADVISE DEPARTMENT IF FURTHER GUIDANCE IS REQUIRED, AND REPORT SIGNIFICANT REACTIONS. END LIMITED OFFICIAL USE.

3. POSSESSING LARGE URANIUM RESERVES, SOUTH AFRICA BECAME AN IMPORTANT SUPPLIER OF URANIUM TO THE UNITED STATES

BEGINNING IN 1953. THESE SHIPMENTS CONTINUED UNTIL THE MID-1960S WHEN THE PURCHASING PROGRAM WAS CONCLUDED. IN THE MEANWHILE, THE US EMBARKED ON ITS PROGRAM OF INTERNA- LIMITED OFFICIAL USE
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TIONAL COOPERATION IN THE PEACEFUL USES OF THE ATOM. AS A PART OF THAT PROGRAM WE ENTERED INTO AN AGREEMENT FOR NUCLEAR COOPERATION WITH SOUTH AFRICA IN 1957. THE AGREE- MENT WAS SIMILAR TO THOSE ENTERED INTO WITH APPROXIMATELY FORTY OTHER NATIONS ABOUT THE SAME TIME. IT PROVIDED FOR COOPERATION IN VARIOUS PEACEFUL USES OF NUCLEAR ENERGY, UNDER SAFEGUARDS AND CONTROLS DESIGNED TO ENSURE THAT US ASSISTANCE WOULD NOT BE APPLIED TO ANY MILITARY USES. IN 1967, THE US CONCLUDED A TRILATERAL SAFEGUARDS AGREEMENT WITH SOUTH AFRICA AND THE IAEA WHEREBY THE IAEA WOULD APPLY ITS SAFEGUARDS SYSTEM TO ALL NUCLEAR MATERIALS TRANSFERRED BY THE US TO SOUTH AFRICA.

UNDER THE AGREEMENT THE US HAS SUPPLIED A RESEARCH REACTOR (CALLED SAFARI-I) AND ENRICHED URANIUM FUEL (A TOTAL OF ABOUT 104 KILOGRAMS OVER THE PAST 12 YEARS -- SINCE 1965) ALL OF WHICH HAS BEEN SAFEGUARDED BY THE IAEA. MOST OF THIS HAS BEEN IRRADIATED AND RETURNED TO THE US, TRANSFERRED TO THE UK AND FRANCE WITH US APPROVAL, OR BURNED UP IN REACTOR OPERATIONS. A SOUTH AFRICAN REQUEST FOR AN ADDITIONAL 26 KG OF ENRICHED URANIUM HAS BEEN UNDER REVIEW BY THE EXECUTIVE BRANCH FOR SOME TIME. THIS RESEARCH REACTOR (20 MEGAWATTS THERMAL) USES HIGHLY ENRICHED URANIUM, I.E., URANIUM ENRICHED TO 90 IN U-235, FOR ENGINEERING TESTS, ISOTOPE PRODUCTION, AND FUEL

ELEMENT DEVELOPMENT. OUR AGREEMENT FOR COOPERATION SPECIFIES THAT THE AMOUNT OF ENRICHED URANIUM FUEL SUPPLIED TO SOUTH AFRICA MAY NOT AT ANY ONE TIME EXCEED THE QUANTITY NECESSARY FOR THE LOADING OF THE REACTOR PLUS SUCH ADDITIONAL QUANTITIES AS MAY BE NEEDED FOR THE EFFICIENT AND CONTINUOUS OPERATION OF THE REACTOR. THE AGREEMENT ALSO PROVIDES THAT ANY REPROCESSING SHALL BE PERFORMED IN FACILITIES ACCEPTABLE TO THE US AND THAT NO MATERIALS SUPPLIED UNDER THE AGREEMENT MAY BE TRANSFERRED TO A THIRD COUNTRY UNLESS THE US AGREES.

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THE AGREEMENT WAS AMENDED THREE TIMES -- IN 1962, 1967, AND 1974 -- IN KEEPING WITH OUR NORMAL PRACTICE OF EXTENDING THE TERMS AND SCOPE OF SUCH AGREEMENTS, AS COOPERATION PROCEEDED. IN 1974, SOUTH AFRICA REACHED A DECISION TO BUILD A TWO-REACTOR NUCLEAR POWER STATION AT KOEBERG, TWENTY MILES NORTH OF CAPETOWN. THE AGREEMENT WAS AMENDED TO PERMIT THE EXPORT OF THE FUEL NEEDED FOR 2000 MWE OF INSTALLED NUCLEAR POWER CAPACITY. SOUTH AFRICA SIGNED CONTRACTS WITH THE ENERGY RESEARCH AND

DEVELOPMENT ADMINISTRATION FOR THE SUPPLY OF THE LOW-ENRICHED URANIUM NEEDED FOR THE KOEBERG POWER STATION. SUBSEQUENTLY, THE SOUTH AFRICANS AWARDED THE CONTRACT FOR THE KOEBERG STATION TO A FRENCH CONSORTIUM. WE UNDERSTAND IT IS PRESENTLY EXPECTED THAT THE STATION WILL BE COMPLETED IN THE EARLY 1980S. NO US EXPORTS HAVE BEEN MADE PURSUANT TO THESE ENRICHMENT CONTRACTS, NOR ARE ANY IMMINENT. IF SUCH EXPORTS WERE MADE IN THE FUTURE, THEY WOULD BE SAFEGUARDED BY THE IAEA, PURSUANT TO BOTH THE US-SOUTH AFRICA-IAEA AND THE FRANCE-SOUTH AFRICA-IAEA AGREEMENTS.

AS NOTED ABOVE, THE US-SOUTH AFRICA AGREEMENT CONTAINS STRICT SAFEGUARDS PROVISIONS, CURRENTLY BEING IMPLEMENTED BY THE INTERNATIONAL ATOMIC ENERGY AGENCY, DESIGNED TO DETECT, AND THEREBY DETER, DIVERSION TO ANY MILITARY PURPOSE. IN ADDITION, THE US SENT SOUTH AFRICA A NOTE AT THE TIME OF THE 1974 AMENDMENT, WHICH MADE IT CLEAR THAT, IN THE US VIEW, NO NUCLEAR MATERIALS SUBJECT TO THE AGREEMENT FOR COOPERATION COULD BE USED FOR ANY NUCLEAR EXPLOSIVE DEVICE, REGARDLESS OF ITS STATED PURPOSES. AT THE TIME, SOUTH AFRICA ACKNOWLEDGED RECEIPT OF THE US NOTE. ON JULY 13, 1977, THE SOUTH AFRICAN EMBASSY OFFI-
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CIALLY INFORMED THE US GOVERNMENT THAT THE SOUTH AFRICAN
ACKNOWLEDGEMENT WAS INTENDED TO CONVEY SOUTH AFRICA'S
APPROVAL OF THE US POSITION.

WE HAVE SOUGHT TO USE OUR INFLUENCE AS A SUPPLIER TO
CREATE AND STRENGTHEN SAFEGUARDS AGAINST NUCLEAR WEAPONS
PROLIFERATION. THE US HAS NEVER PROVIDED SOUTH AFRICA
WITH SENSITIVE NUCLEAR TECHNOLOGY. OVER THE YEARS, THERE
HAVE BEEN A NUMBER OF CHARGES IN THE PRESS TO THE CONTRARY
WHICH, HOWEVER, HAVE BEEN BASED ON A MISUNDERSTANDING OF
THE FACTS. FOR EXAMPLE, SEVERAL YEARS AGO, THERE WERE
PRESS REFERENCES TO NUCLEAR EXPERIMENTS IN A MINE IN SOUTH
AFRICA. THE EXPERIMENTS CARRIED OUT THERE IN THE
MID-1960S WITH US PARTICIPATION WERE IN BASIC PHYSICS
RELATED TO THE DETECTION OF COSMIC RAYS FROM OUTER SPACE
AND DID NOT INVOLVE ANY NUCLEAR MATERIALS. PRESS REPORTS
HAVE ALSO REFERRED TO US-SUPPLIED HEAVY WATER, IMPLYING
THAT IT WOULD BE USED TO PRODUCE ATOMIC WEAPONS. HEAVY
WATER IS USED AS A "MODERATOR" MATERIAL IN NATURAL URANIUM
POWER AND RESEARCH REACTORS. IN THE CASE OF SOUTH AFRICA,
THE SIX TONS OF HEAVY WATER SUPPLIED BY THE UNITED STATES
WAS USED IN A "CRITICAL ASSEMBLY," A STANDARD TOOL FOR
BASIC REACTOR PHYSICS AND ENGINEERING STUDIES. SUCH A
FACILITY IS INHERENTLY INCAPABLE OF PRODUCING MORE THAN
TRIVIAL AMOUNTS OF PLUTONIUM. THIS HEAVY WATER HAS SINCE

BEEN RETURNED TO THE UNITED STATES. AS TO THE ALLEGATION
THAT THE US HAS CONTRIBUTED TO A SOUTH AFRICAN WEAPONS
CAPABILITY BY TRAINING SCIENTISTS, THIS TOO IS MISLEADING.
SOUTH AFRICAN VISITS AND ASSIGNMENTS TO AMERICAN UNIVERSI-
TIES AND LABORATORIES OVER THE YEARS HAVE BEEN IN SUCH
AREAS AS BASIC PHYSICS, CHEMISTRY, AND HIGH AND LOW
ENERGY PHYSICS; IN SHORT, IN AREAS WHICH RELATE TO BASIC
SCIENTIFIC RESEARCH OR TO PEACEFUL APPLICATIONS AND NOT TO
AREAS UNIQUE TO OR PARTICULARLY IMPORTANT FOR NUCLEAR
EXPLOSIVE PURPOSES. SUCH TRAINING HAS BEEN PART OF A GENE-
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RAL PROGRAM UNDER OUR ATOMS FOR PEACE PROGRAM UNDER WHICH
SCIENTISTS FROM MANY NATIONS HAVE RECEIVED SIMILAR TRAIN-
ING; OTHER NATIONS HAVE SIMILAR TRAINING PROGRAMS.

IN SUM, OUR BILATERAL COOPERATION WITH SOUTH AFRICA HAS
BEEN LIMITED TO CIVIL USES OF NUCLEAR ENERGY WITH INTER-
NATIONAL SAFEGUARDS BEING APPLIED TO ENSURE PEACEFUL USE
OF ANY MATERIALS OR ESSENTIAL EQUIPMENT SUPPLIED. THIS
DOES NOT MEAN WE ARE UNCONCERNED OVER SOUTH AFRICA'S
NUCLEAR PROGRAM. IN THE FIRST PLACE, SOUTH AFRICA HAS NOT
YET BECOME A PARTY TO THE TREATY ON THE NON-PROLIFERATION
OF NUCLEAR WEAPONS (THE NPT). THE US STRONGLY FAVORS
UNIVERSAL NPT ADHERENCE AS A VITAL ELEMENT IN OUR

WORLDWIDE EFFORTS TO REDUCE THE DANGERS OF NUCLEAR PROLIFERATION, AND WE HAVE CONSISTENTLY URGED SOUTH AFRICA TO BECOME A PARTY TO THE TREATY.

ALSO, GROUNDS FOR CONCERN HAS BEEN THE DEVELOPMENT BY SOUTH AFRICA OF AN INDIGENOUS PROCESS FOR THE ENRICHMENT OF URANIUM. SOUTH AFRICA'S PILOT ENRICHMENT PLANT AT VALINDABA IS NOT UNDER IAEA SAFEGUARDS. SUCH UNSAFEGUARDED FACILITIES, PARTICULARLY THOSE INVOLVING SENSITIVE NUCLEAR TECHNOLOGIES SUCH AS ENRICHMENT OR REPROCESSING ALWAYS POSE NON-PROLIFERATION DIFFICULTIES. WE HAVE ENCOURAGED SOUTH AFRICA TO PLACE ALL ITS ENRICHMENT FACILITIES UNDER INTERNATIONAL SAFEGUARDS.

4. TEXT OF PRESIDENT CARTER'S REMARKS ON AUGUST 23 AS FOLLOWS: IN RESPONSE TO OUR OWN DIRECT INQUIRY AND THAT OF OTHER NATIONS, SOUTH AFRICA HAS INFORMED US THAT THEY DO

NOT HAVE, AND DO NOT INTEND TO DEVELOP NUCLEAR EXPLOSIVE DEVICES FOR ANY PURPOSE -- EITHER PEACEFUL OR AS A WEAPON, LIMITED OFFICIAL USE
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THAT THE KALAHARI TESTS SITE WHICH HAS BEEN IN QUESTION IS NOT DESIGNED FOR USE TO TEST NUCLEAR EXPLOSIVES AND THAT NO NUCLEAR EXPLOSIVE TESTS WILL BE UNDERTAKEN IN SOUTH AFRICA NOW OR IN THE FUTURE.

WE APPRECIATE THIS COMMITMENT FROM SOUTH AFRICA AND THIS INFORMATION. WE WILL OF COURSE CONTINUE TO MONITOR THE SITUATION VERY CLOSELY. WE WILL ALSO RENEW OUR EFFORTS TO ENCOURAGE SOUTH AFRICA TO PLACE ALL THEIR NUCLEAR POWER PRODUCTION CAPABILITIES UNDER INTERNATIONAL SAFEGUARDS AND INSPECTIONS AND ENCOURAGE THEM, ALONG WITH OTHER NATIONS, TO SIGN THE NUCLEAR NON-PROLIFERATION TREATY.

5. CONTINGENCY PRESS GUIDANCE IS AS FOLLOWS:

Q. PRIME MINISTER VORSTER OF SOUTH AFRICA IS REPORTED TO HAVE SAID ON AUGUST 24 THAT THE UNITED STATES HAS RENEGED ON AN AGREEMENT TO SUPPLY FUEL FOR NUCLEAR POWER STATIONS. IS THIS TRUE?

A. NO. THE TWO NUCLEAR POWER STATIONS, UNDER CONSTRUCTION BY A FRENCH CONSORTIUM, ARE NOT EXPECTED TO BECOME OPERATIONAL UNTIL THE EARLY 1980S. THE BASIC 1957 AGREEMENT FOR COOPERATION IN THE NUCLEAR FIELD WITH SOUTH AFRICA, AS AMENDED, PERMITS EXPORT OF SLIGHTLY ENRICHED URANIUM -- WHICH HAS NO DIRECT NUCLEAR EXPLOSIVE APPLICATION -- FOR USE IN THESE REACTORS UNDER INTERNATIONAL SAFEGUARDS. BUT SOUTH AFRICA HAS NO NEED FOR US ENRICHMENT SERVICES FOR THIS PURPOSE FOR AT LEAST TWO TO THREE MORE YEARS, AND WE

HAVE NOT YET RECEIVED AN APPLICATION FOR AN EXPORT LICENSE FOR THIS FUEL.

A SEPARATE ISSUE ARISES WITH REGARD TO HIGHLY ENRICHED URANIUM (HEU) WHICH SOUTH AFRICA USES AS FUEL FOR ITS SAFARI-I EXPERIMENTAL REACTOR. EXPORTS OF HEU ARE PERMISSIBLE UNDER THE SAME AGREEMENT WITH SOUTH AFRICA. THE LIMITED OFFICIAL USE
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CONTRACT FOR THE FABRICATED FUEL CONTAINING THIS HEU WAS MADE WITH A PRIVATE U.S. FIRM WHICH APPLIED FOR THE EXPORT LICENSE FROM THE NUCLEAR REGULATORY COMMISSION, AN AGENCY WHICH IS INDEPENDENT OF THE EXECUTIVE BRANCH. RECENTLY, PRESIDENT CARTER HAS APPROVED TIGHTENED U.S. POLICIES ON THE DISTRIBUTION OF HEU ABROAD AND THE SOUTH AFRICAN EXPORT REQUEST IS BEING REVIEWED BY THE EXECUTIVE BRANCH IN LIGHT OF THESE REVISED POLICIES PRIOR TO MAKING A RECOMMENDATION TO THE NUCLEAR REGULATORY COMMISSION. THIS EXPORT TO SOUTH AFRICA IS RECEIVING SCRUTINY SINCE THE SOUTH AFRICAN

GOVERNMENT HAS NOT ADHERED TO THE NON-PROLIFERATION TREATY -- WHICH PRIME MINISTER VORSTER SUGGESTED YESTERDAY SOUTH AFRICA MIGHT SIGN -- OR TAKEN ANY OTHER STEPS TO BRING ITS NUCLEAR PROGRAM UNDER INTERNATIONAL SAFEGUARDS. AS WE HAVE ALREADY ANNOUNCED FROM THIS PODIUM, OUR POLICY TOWARD SOUTH AFRICA IS CURRENTLY UNDER REVIEW. IT WOULD BE A FAIR ASSUMPTION THAT SOUTH AFRICAN ACTIONS ON THE NON-PROLIFERATION TREATY, AND ANY OTHER STEPS SOUTH AFRICA MIGHT TAKE TO ASSURE THE INTERNATIONAL COMMUNITY AS TO HER INTENTIONS IN THE NUCLEAR FIELD, ARE IMPORTANT CONSIDERATIONS IN OUR REVIEW OF THIS EXPORT LICENSE APPLICATION.

Q. VORSTER ALSO SAID THAT SOUTH AFRICA, ALTHOUGH A FOUNDING MEMBER OF THE INTERNATIONAL ATOMIC ENERGY AUTHORITY (IAEA), HAD "BEEN KICKED OUT" BECAUSE SOUTH AFRICA ALLEGEDLY WAS "BACKWARD IN THE NUCLEAR FIELD." CAN YOU COMMENT?

A. SOUTH AFRICA REMAINS A MEMBER OF THE IAEA. EARLIER THIS YEAR, THE MEMBERS OF THE IAEA BOARD OF GOVERNORS, BY MAJORITY VOTE, DESIGNATED EGYPT AS THE AFRICAN MEMBER OF THE GOVERNING BOARD OF THE IAEA. SINCE THERE IS ONLY LIMITED OFFICIAL USE
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ONE DESIGNATED SEAT FOR THE AFRICAN REGION, SOUTH AFRICA, WHICH PREVIOUSLY HAD HELD THIS SEAT, WAS REMOVED BY THIS ACTION FROM THE BOARD OF GOVERNORS. THE UNITED STATES VOTED AGAINST THIS ACTION, AND IN SUPPORT OF CONTINUED

SOUTH AFRICAN MEMBERSHIP ON THE BOARD. WE FELT THAT THE
CONTINUED SEATING OF SOUTH AFRICA ON THE BOARD WAS IN
ACCORDANCE WITH THE IAEA STATUTE WHICH PROVIDES THAT THE
REGIONAL SEAT SHOULD BE OCCUPIED BY THE COUNTRY MOST
ADVANCED IN NUCLEAR TECHNOLOGY. CHRISTOPHER

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